DISCUSSION PAPER

OPTIONS FOR PROPOSED CONSTRUCTION AT THE LANGLEY COMPOUND

25X1A

[redacted]
DEPUTY CHIEF
REAL ESTATE AND CONSTRUCTION DIVISION

OFFICE OF LOGISTICS

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I. SYNOPSIS

This discussion paper is organized into four major sections: An introduction, history, discussion, and summary. The purpose is to identify options for a possible new building program and presupposes a positive assumption that there will be new construction in the Langley Compound. Options addressed are the scope and type of building or buildings and methods of funding.

The current Building Planning Staff (BPS) is the third in Agency history; the first was created for the existing Headquarters Building, and the second established in 1969 resulting from an ad hoc study recommending construction for a special-purpose technical building. Each of these staffs, including the current one, has addressed the need to consolidate Agency Headquarters functions located outside of the Langley Compound. These external buildings now constitute [ ] properties in the Metropolitan Washington area (MWA). With acquisition of the [ ], Agency Government-owned and -leased buildings in the MWA appear stable for the next 5 to 8 years. Establishment of the current BPS resulted from an Office of Logistics study recommending improved environment for Headquarters environmentally sensitive equipment (ESE) with resultant relief for overcrowded Headquarters space.

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Options discussed relative to a new building include relief of Headquarters overcrowded office space, provision of proper environment for sensitive technical equipment, and consolidation of external Headquarters elements. All options were costed and range in scope from [redacted] square feet and $18,320,000 to [redacted] square feet and $137,230,000. Discussion also explored funding by direct appropriation from the Congress or by indirect funding through the Federal Building Fund under the General Services Administration (GSA) and its Congressional Committee's control. The impact of regulatory agencies such as GSA, the National Capital Planning Commission (NCPC), the Environmental Protection Agency (EPA), and State and local government are evaluated.

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In summary, specific questions are identified for resolution; specifically, whether the scope of the building will relieve Headquarters problems only or will include consolidation of external buildings; secondarily, whether construction will be a single building or a complex of smaller buildings; finally, the question of funding source is specifically identified.

II. INTRODUCTION

The purpose of this paper is to address the various basic factors and key questions which would influence a new building program and to present a preliminary overview of potential options for proposed construction in the Langley Compound. The obvious first question is "Will there be a new building?" Assuming the answer to be yes, other questions arise. What

will be the scope and scale of this new facility? Will the new facility solve for Headquarters Building needs? external building needs? or both? How will the building program be funded and what timeframe is acceptable? The intent of this effort is to evaluate these factors and considerations as a preliminary assessment which will provide a basis for further study, development, and future decisionmaking relative to such a potential program.

III. BRIEF HISTORY

Throughout the years, the Agency has strived to consolidate its Headquarters functions and holdings at one central location. Due to the approval of less than required appropriations from the Congress, only a portion of the Agency was provided for in the new Headquarters Building at Langley in early 1960. The remainder of Agency external functions was eventually relocated from temporary buildings to permanent building satellite complexes in Washington, D. C., and Northern Virginia. Several years after the occupancy of Headquarters Building, the Printing and Photography Building was constructed on the Headquarters site. In 1974, the new Headquarters Motor Pool Garage was completed and occupied. [redacted] 25X1

25X1 [redacted] will be constructed on the site within the next year. In 1972, approximately 43 acres of underutilized Department of Transportation (DOT) land located to the west of our Headquarters Compound were assigned to the Agency as part of a formal Federal property excessing process.

A. Current Agency MWA Facilities Posture

1. Number and Size of MWA Buildings

In addition to the facilities on the Headquarters Compound, the Agency occupies 16 external buildings and a total of [redacted] net square feet of space in the immediate Washington, D. C., Northern Virginia, Metropolitan Washington area. These facilities are located in several separate individual dispersed locations and in satellite complexes such as 2430 E Street [redacted] which are Federally owned buildings; and Rosslyn, [redacted] which are commercially leased buildings. A specific listing of Agency occupied space in the MWA is contained in Attachment [redacted]

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2. Lease and Ownership Status

Forthcoming and ongoing negotiations of leases on all major Agency leased buildings will occur within the next year. Lease arrangements are intended to provide the flexibility necessary to be compatible with a 7-to-10-year timeframe anticipated for implementation of an Agency building program at Headquarters. Lease expiration dates and present lease

conditions for each leased building are contained in Attachment 2.

Efforts by GSA to acquire a replacement building for the Magazine Building, of which the lease expires in November 1975, have been successful. A 10-year lease, with one 10-year renewal with right to cancel in whole or in part at the end of the seventh year with 120 days notice, was signed for approximately 100,000 square feet of space in the

25X1A [redacted]

External Federally owned buildings occupied by the Agency appear to pose no major tenure problems. Ongoing construction in newly acquired space on the

25X1A [redacted] should provide the National Photographic Interpretation Center (NPIC) with sufficient expansion space. Other than the potential consolidation [redacted] 25X1 with the remainder of the Office of Geographic and Cartographic Research in the Rosslyn area, continued

25X1 25X1A [redacted] occupancy of [redacted] could be unlimited. Continued Agency occupancy of the 2430 E Street Complex appears certain and also unlimited. A major factor requiring its tenure is the existence of satellite telephone equipment systems in Central Building through which all telephone switching for "downtown Agency components" is accomplished. The only potential threat to continued occupancy could

be the contiguous location of this complex to State Department Headquarters. It is understood that the State Department has expressed interest in these facilities in the past.

B. Previous Planning

1. Ad Hoc Study Group

In 1966, an ad hoc study group analyzed Agency space posture and recommended the need for further and serious consideration for the design and construction of a "special-purpose technical building" in which all existing and proposed technical functions could be consolidated at the Headquarters site.

2. Building Planning Staff No. 2

A BPS was established in 1969. Its major contribution consisted of an interim partial consolidation plan involving expansion of the Printing and Photography Building and the implementation of a Preliminary Master Plan conceptualizing the consolidation of MWA Agency functions other than NPIC [redacted] 25X1 on an expanded Headquarters site. The consolidation was justified on the basis of cost effectiveness and operational efficiency. The exclusions of NPIC and

25X1 [redacted] were due to excessive size, functional incompatibility, acceptability of operational separation, and unnecessary excessive costs of reproducing perfectly adequate existing facilities.

3. Headquarters Garage and Preliminary Master Plan

Upon the development of design drawings for the Headquarters Garage, Federal law required the review of the garage design and the Preliminary Master Plan of the Headquarters site by NCPC and a review of environmental impact descriptions for these presentations by EPA prior to project approval. A series of discussions was held with NCPC and EPA and certain parameters were established for physical and environmental factors that would have to be considered.

4. Building Planning Staff No. 3

Reestablishment of the current BPS resulted from the impact of an in-house ESE study which concluded that our Headquarters Building sensitive equipment functions were marginally supported in terms of reliability and safety and that trends indicated existing ESE areas could not provide an adequate environment for future equipment. Study recommendations included a proposal to renovate an area of Headquarters Building to provide adequate ESE facilities while maintaining ongoing ESE operations. Affected Agency component reaction to the study favored the construction of a new ESE building rather than modification of the Headquarters Building.

Accelerated action to recruit five contract professional architects and engineers for the BPS is underway and many of the candidates are presently undergoing concurrent background investigations and internal processing. Upon successful recruitment and staffing, the BPS will conduct the necessary surveys, research, analysis, and planning to determine Agency facilities requirements for a new building. This effort will result in a program requirements document for internal approval which will also consist of various planning options, budgetary estimates, timing, organizational posture, and design and construction process recommendations. Upon achieving internal program approvals, a Congressional strategy and program justification will be prepared for Congressional project approval, design funding appropriations, and construction funding appropriations. The BPS will then perform as Agency focal point for the coordination, liaison, monitoring, and influencing the implementation of design and construction of the building project.

IV. DISCUSSION - OPTIONS AND FACTORS AFFECTING NEW CONSTRUCTION

A. Justification

1. Cost Effectiveness

The present dispersed location of Agency functions has had a detrimental effect upon Agency operational efficiency and cost effectiveness in terms of per-

sonnel, money, and facilities. Agency occupancy of such multibuilding locations has resulted in loss of personnel time due to travel between facilities and in extra operating costs for duplication of guards, receptionists, couriers and mail clerks, building services officers, and administrative/supervisory personnel. Large sums of money are also being expended on rents for leased commercial buildings, TWX service, telephone switching equipment, reimbursement for private car use, and Agency vehicle and shuttle bus service. In addition, many space functions have been duplicated such as supply rooms, receptionist areas, guard locker rooms, snack bars, and classified waste storage and collection vaults. In 1972, BPS No. 2 addressed the benefits to be derived in this area through consolidation at Headquarters. These efforts concluded that worthwhile operational cost savings and personnel savings could be realized in the above areas and that very obvious operational efficiencies would be achieved.

2. Headquarters Overcrowding

Through the years of Agency growth and general ongoing reorganization, there have been component relocations to external buildings to provide space for components whose presence is required in Headquarters Building.

As Headquarters components continue to grow and new organizations are created, they are willing to accept more densely occupied space conditions in Headquarters Building in order to be more contiguous to their parent component and achieve greater operational efficiency. Accordingly, the Headquarters Building has become overcrowded to the saturation point. Agency Headquarters standard office space occupancy rates are 115 square feet per person as compared to Federal Government overall building standards of 150 square feet per person in standard administrative office-use buildings. These substandard levels of space occupancy are unacceptable since they create inadequate working conditions which are a deterent to operational efficiency, employee morale, and employee health. The relief of such overcrowded conditions in Headquarters Building is one of the several logical and necessary justifications to construct a new facility.

3. ESE Facilities Problems

In addition to changes in Agency organization and growth, the Agency has undergone a transition in its technological development. Increasing amounts of the building have become technically oriented and contain ESE housed in environmentally sophisticated areas which are supported by special and independent backup utilities support systems. Continuing saturation of

these areas with additional equipment is taxing the capacities of utilities support systems and present physical features of these areas are drastically limiting further utilities distributions. The ESE study previously referred to in this paper identified a marginal support posture for existing ESE areas and an inadequate environment for future equipment. Study recommendations included relocation and replacement of ESE areas within adequately designed state-of-the-art facilities in Headquarters Building. Using components desire relocation to a new facility. The problems to be overcome and the benefits to be derived in the relocation of ESE functions would support justification of new building construction or replacement construction within Headquarters Building depending upon the overall advantages to be gained by the Agency.

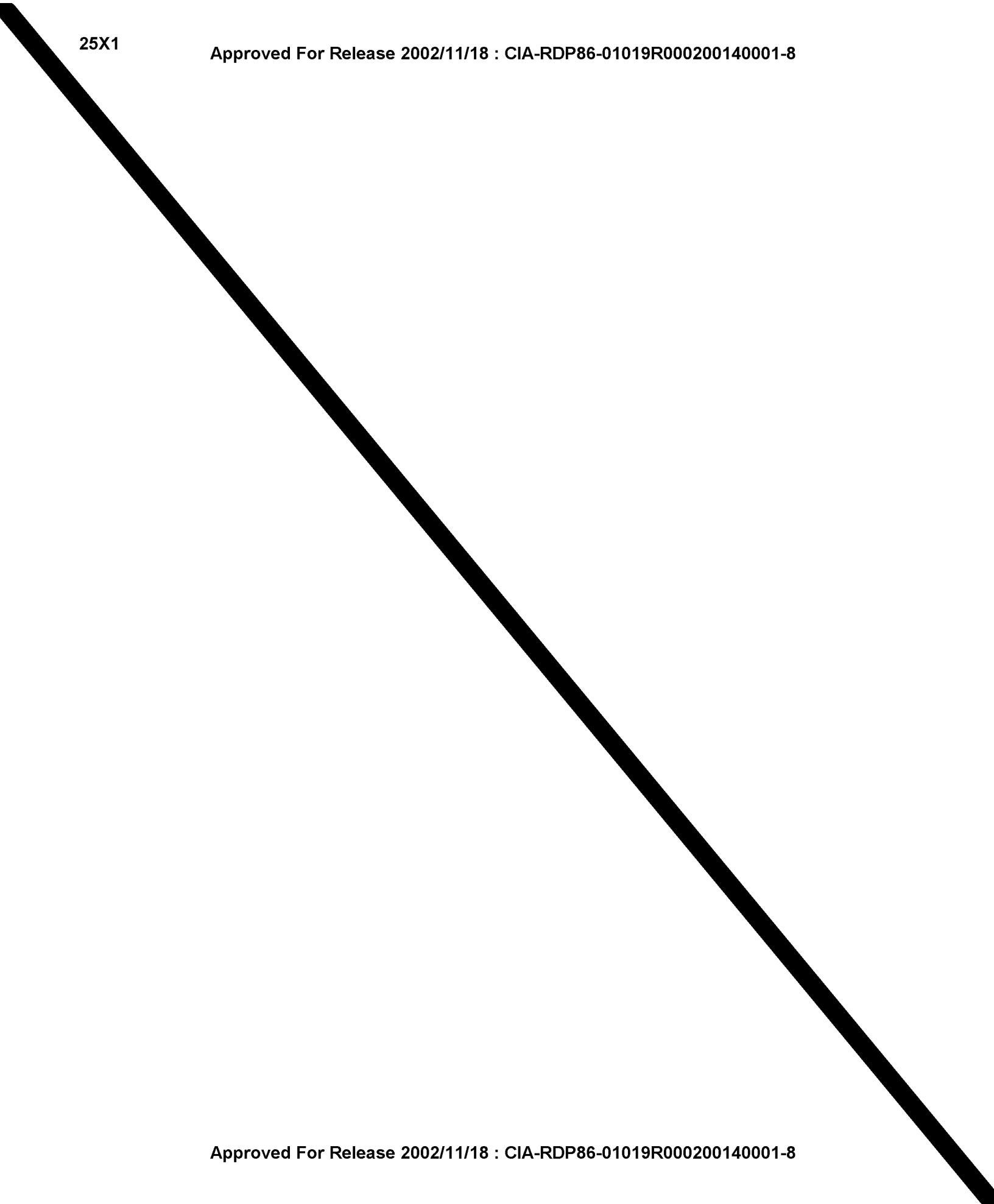
B. Scope and Cost Options

In order to establish a cost yardstick for general discussion purposes, an assignment of costs for various portions of this proposed building program has been projected and is submitted as Attachment 3. Cost factors used are a measure of current average square foot costs of pure office buildings and special-purpose buildings in the construction industry. Total project costs also include projected

yearly cost escalation; and projected costs for architectural and engineering design services, GSA services, and contingencies. Total area requirements have been determined on the basis of a ratio of 75 percent net area space to 25 percent gross area space. Cost assignments should be interpreted as general "ballpark estimates" for comparative purposes at this time. More accurate estimates will be available as specific requirements are identified through further study and project development.

1. Relieve Headquarters Overcrowding

The average rate of office space occupancy in that portion of standard administrative office-type space in Headquarters Building is 115 square feet per person. Overall building Agency operational space is utilized at approximately 138 square feet per person relative to the sum of the above office-type use space and that of nonstandard special-purpose space which is occupied at significantly higher average utilization rates (square feet per person) than GSA considers in its definition of standard office buildings. Accordingly, such occupancy rates and conditions are below comparable Federal occupancy levels of approximately 150 square feet per person for an overall standard office-use building average. In order to relieve such overcrowded space occupancy conditions and provide an average of 150 square feet per person,



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New Facility for Headquarters ESE Requirements

Pros	Cons
1. A new facility would provide an adequate physical and technical state-of-the-art environment and reliable utilities support in view of our questionable decreasing marginal ability to ensure such conditions in existing Headquarters Building ESE areas.	1. Extensive expenditure of sunk costs for existing ESE areas supports retention of these functions in Headquarters Building.
2. An ESE Building would provide adequate space and expansion potential.	2. Relocation to a new facility would separate ESE functions from parent and using components in Headquarters Building, resulting in inconvenience and a reduction of operational efficiency.
3. Relocation to a new facility would avoid decentralized expansion of overcrowded Headquarters Building ESE areas due to restrictive permanent physical barriers.	3. A new facility for Headquarters Building relocated ESE functions excludes the solution to problems of remaining special-purpose areas and external facilities ESE area requirements.
4. A new ESE facility would eliminate the perpetuation of incremental decentralized and potentially unreliable Headquarters Building utilities system expansions due to overloaded, overcrowded, and restricted status of existing support systems.	4. Per the ESE study recommendation, relocation of ESE areas to adequate facilities on the first floor of Headquarters Building would be less expensive and less time consuming than the construction of a new ESE building.
5. Existing Critical and Uninterruptible Power Systems (UPS) power generating systems could be made to serve a new ESE building.	
6. Existing independent special air-conditioning	5. The time required for new construction

systems in Headquarters Building could be made to serve the building winter cooling load of special office functions in place of larger GSA Powerhouse air-conditioning systems.

7. Recapture a vacated Headquarters Building operational space for more suitable use as general administrative office support space could be achieved.

would not allow for the solution of potential current and immediate future ESE expansion requirements and would result in duplicate Headquarters Building construction and eventual new building construction.

3. Consolidate Leased Buildings

Present leased building occupied by the Agency are located in three satellite locations as follows: Rosslyn - Ames, Key, and Magazine Buildings;

25X1A [redacted] and Fairfax - Chamber of Commerce Building.

Rosslyn

Relocation of Rosslyn space would predominately involve 97 percent office space and 3 percent special-use space including signal centers, computer centers, photographic dark rooms, and medical laboratory/examination facilities. A total of

25X9 [redacted] would be required to replace this space at Headquarters.

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buildings approach to solve for Agency potential consolidation needs. The merits of each option can be evaluated upon the comparison of pros and cons of each approach as follows:

Single Building

Pros	Cons
1. Maximize operational efficiency.	1. Require an extensive and lengthy timeframe for total implementation and occupancy.
2. Maximize flexibility of organizational and functional relationships.	
3. Allow the desired contiguity of office space and special-purpose space.	2. Limit the ability to achieve multiphased interim occupancy to satisfy ongoing needs prior to a total one building project completion.
4. Maximize limits of functional expansion area.	
5. Maximize the flexibility of organizational and functional relocation between Headquarters Building and one single new building.	3. The scale of one massive structure may compete with Headquarters Building on a relatively limited site and be incompatible with it and the scale and character of the surrounding National Parkland environment.
6. Minimize the number of utilities, housekeeping, communications, digital data, security, safety, and control systems required to operate and maintain facilities and to support Agency operations.	
7. Achieve maximum amount of building for the dollar.	4. Provides no intermediate alternative other than the support and justification of a major one-time funding appropriation during a timeframe of unfavorable national
8. Maximize energy conservation through the efficient utilization of minimal numbers of utilities	

support systems located in one facility.	economic conditions, reduced Federal expenditures, and questionable congressional receptivity.
9. Minimize the amount of site area for building use.	
10. Minimize size of security guard force required for coverage and control.	

Complex of Buildings

Pros	Cons
1. Allow for the pure design characteristics of separate office buildings and special-purpose buildings.	1. Project costs would be higher for a series of buildings.
2. Allow for the specific design and independent dedication of utilities support systems to adequately and efficiently serve pure office space functions or pure special-purpose functions.	2. A larger site area would be required for a series of buildings.
3. A complex of buildings would allow multiphased or incremental smaller building completion and partial occupancy in shorter timeframes to solve the Agency ongoing requirements as they occur.	3. Provision of independent utility systems in separated locations would be more costly, require more space, and involve greater costs and degree of difficulty in maintenance and operation.
4. Multifiscal year phased project funding would be possible to achieve such multiyear phased incremental project construction and occupancy.	4. Reduce organizational and operational efficiency through separation of office and special-use functions.
5. Separation of buildings by space type, utilities support type, and timeframe of operations	5. Reduce the flexibility of component relocation, expansion options, and limit accommodation of office space/special-

would minimize size of areas to be served utilities support after standard working hours and result in more efficient utilities use and greater energy conservation.	purpose space relationships.
6. A phased incremental building program implementation would provide more flexibility in solving for timely new building requirements resulting from variable external buildings and our Agency organization as a whole.	6. Require deplication, redundancy, and extensive additional distribution of communications systems, digital data systems, security and safety alarm systems, and general support systems.
7. The scale of a complex of buildings may be more appropriate to the Headquarters site and its surroundings than a second massive single building.	7. Increase the level of security guard and receptionist requirement. 8. Limit the flexibility of organizational and functional relocations between Headquarters Building and a series of functionally designed buildings.

C. Funding Options

1. Public Law 92-313

Under PL 92-313, a Federal Building Fund (FBF) has been established in the Treasury into which are deposited the Standard Level User Charges provided under the act, and from which construction of public buildings is financed.

A Federal agency identifying a need for construction of a public building is required to prepare its requirements of the proposed facility and submit them to GSA which, in its project liaison and implementation role, approves the project and prepares a

prospectus (statement of the proposed project). The prospectus is submitted to the Office of Management and Budget (OMB) for approval and then to the Committes on Public Works of the Senate and the House of Representatives for their respective approvals. When approved by these committees, the project is placed as a line item in the GSA budget for the next fiscal year. Priority of projects is determined by the Administrator of GSA on the basis of equality of geographic distribution and comparative urgency of need. The GSA budget with the assigned priorities for construction is submitted to the Appropriations Committees of the House of Representatives and the Senate for approval and then approval of appropriation by final enactment as public law by the Congress.

In view of the limited funds available in the FBF, GSA-assigned project priority prerogatives, minimal congressional project appropriations in descending priority order, the disadvantages of competing for priority construction position with lesser dollar value projects of other agencies, and the extensive uncontrollable timeframe required for the multi-faceted standard approval and appropriations process, realistic timeframe implementation of a

new building program could become more increasingly difficult to predict and result in almost certain abnormally lengthier timeframes than possibly available through other approaches available to the Agency.

2. Direct Congressional Approval

To obtain construction funding via direct congressional approval vice Public Law 92-313 is basically a lessening of the role of GSA involvement, with the Agency acting more on its own behalf before Congress in obtaining a separate public law for the necessary funds.

A similar prospectus package with supporting documents, as required by Public Law 92-313, is prepared by the Agency and submitted as proposed legislation to OMB for coordination and clearance. With appropriate OMB approval, the proposed legislation is submitted to the CIA subcommittee in the House and Senate for hearings and presentation of the Agency position and testimony. If approved, the bill would go before Congress for enactment into public law, normally attached to some other bill; e.g., for the Headquarters Building, it was the Military Construction Act of 1955.

The timeframe required for this method should be considerably less than via GSA and the Public Law 92-313 route. The primary timesaver is the fact that the Agency would perform much of the work which GSA would normally be responsible for, thus reducing the amount of GSA interface and bureaucratic endeavor prior to, during, and after action by Congress on the appropriation.

D. Regulatory Agency Interface

1. General Services Administration

GSA is the design and construction agent of the Federal Government and continuous coordination is required from project submission to construction completion.

2. National Capital Planning Commission

NCPC is a focal point required to review, evaluate, coordinate, and make recommendations for approval or disapproval of the project design relative to the impact it will have upon the NCPC Comprehensive Plan which includes such factors as: Vehicle limitations, population increase limitations, utilities distribution limitations, Federal center concentration limitations, etc.

3. Environmental Protection Agency

EPA oversees the environmental impact a proposed facility may have. Impact statements on such items as potable water and drainage, sewerage, air pollution, traffic, land use, etc., are submitted to assure EPA that compliance with the environmental standards is maintained.

4. State and Local Government

Planning is coordinated with the Commonwealth of Virginia and specifically Fairfax County to ensure no conflict with their Planning Commission objectives and plans. Also, provision of evidence of Agency project compliance with the Metropolitan Council of Governments' housing, water, and sewerage programs must be accomplished.

5. Department of Housing and Urban Development

Agency planning must ensure that the regulatory procedures pertaining to the availability of housing for low- and moderate-income employees are met.

6. Other

Ensure consideration of updated scale, magnitude, and impact of a potential DOT building program adjacent to the Headquarters site, upon regional planning limiting factors of the general surrounding area.

VI. SUMMARY

In summary, major conceptual questions, relative to a potential building program at the Headquarters site, requiring Management Committee resolution may be stated as follows:

1. Should the new building program attempt to solve for Headquarters Building requirements only?

2. Should the new building program attempt to solve for a portion of for all external buildings related requirements only?

3. Should the new building program attempt to solve for both Headquarters and external requirements and achieve total ideal consolidation of the Agency at the Headquarters site?

4. Should the new building program be implemented as an incremental, multiphased project; or as a single-phased, one-time project?

In the address and resolution of these major conceptual questions, it is understood and recognized that extensive additional BPS study and evaluations are necessary to sharpen and refine problem definition and to explore the spectrum of options in order to support or influence such resolution and decisionmaking.

A. Approximate Scope of Building to be Constructed

1. Subquestion: Relocate Headquarters Building ESE or Other Special-Purpose Functions?

The ideal solution suggests relocation of Headquarters ESE and other special-purpose functions to a consolidated joint-use facilities area for the long-term

solution. Current and immediate future ESE and special-purpose requirements support expansions or relocations within existing facilities in view of short timeframes of ongoing mission requirements, availability of existing physical envelope, and sunk costs. Tentative conclusions support relocation of Headquarters ESE areas to an adequately designed new building, vice other external special-purpose functions, in order to overcome the immediate marginal ESE conditions and limit the continued expansion of such functions and forced utilities support systems in Headquarters Building. The ramifications of such a position are very extensive. Deferral of specific determination at this time with later reexamination and evaluation based upon further BPS study should result in a greater information base for more beneficial final decisionmaking.

2. Subquestion: One Building or Complex of Buildings? Tentative conclusions support the one building concept in view of minimum land use, greater organizational and functional flexibility, more efficient facilities use, dual use design adequacy, and operational efficiency. Although a complex of buildings would allow multiyear phased funding, design, construction, and occupancy, additional land use would be required. Each concept would impose varying building mass and

configuration relationships upon the existing site and the neighboring environment. Further study and evaluation of such relationships with later reexamination based upon regulatory Agency positions on the matter should provide the necessary judgemental rationale to influence a determination.

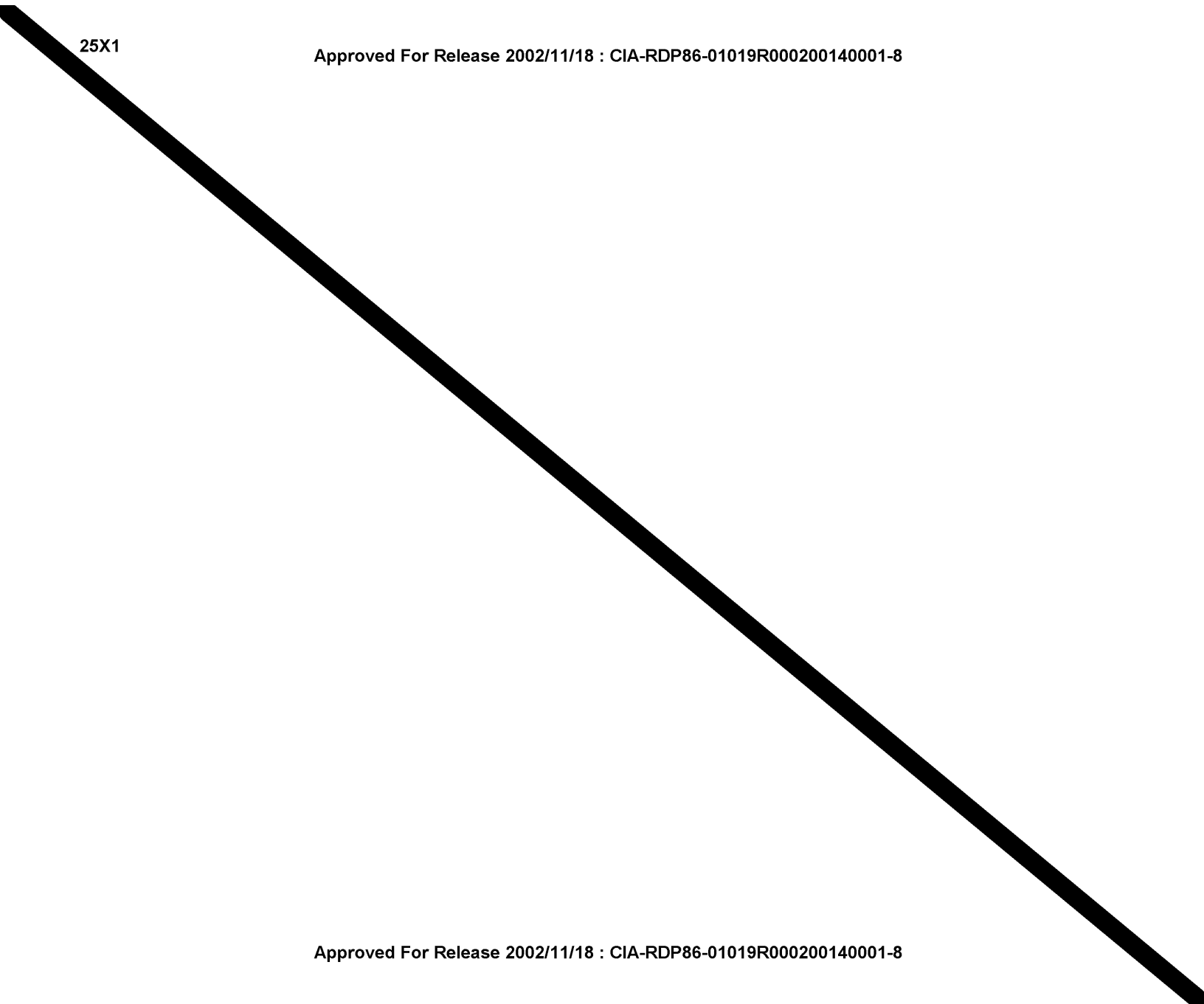
B. Fund Public Law 92-313 or Direct?

A comparison of the previously stated funding options, Public Law 92-313 versus direct congressional approval, would appear to favor the direct method. Once past the OMB hurdle, as is necessary in both methods, it is anticipated that the Agency would have a more favorable hearing from its own subcommittees than if the project merely appeared as a line item on the GSA budget submission. The direct method will also avoid some of the competitive confrontation from other agencies for construction funds and its being prioritized by the Administrator of GSA with all other project requests.

ATTACHMENT 1

AGENCY MWA BUILDING OCCUPANCY

BUILDING	SPACE (SQUARE FEET)
Headquarters Garage	25X1
Headquarters Building	
Printing and Photography Building	
Ames Center Building	
Key Building	
Magazine Building	
Chamber of Commerce Building	
Central Building	
South Building	
East Building	
25X1	



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ATTACHMENT 2

25X9

LEASE STATUS - MAJOR AGENCY LEASED BUILDINGS

Building	*Area (sq. ft.)	Initial Lease Terms	New Lease Terms
Key Building	[redacted]	10-year firm lease (from 1/1/65 to 12/31/74) - No renewable option.	Lease renewed for firm 5 years to 12/31/80 - No renewal option
Chamber of Commerce Building		5-year firm lease (from 11/21/70 to 11/20/75) - 5-year renewable option - No right to terminate	GSA in process of negotiating a lease
Magazine Building		10-year firm lease (from 11/26/65 to 11/25/75) - No renewable option	Lease will expire on 11/25/75
Ames Center Building		10-year firm lease (from 1/24/66 to 1/23/76) - No renewable option	GSA has not yet started negotiations. Prospectus must be prepared.
[redacted]		10-year firm lease (from 11/1/67 to 10/31/77) - Renewable for one 5-year period through 10/31/82.	Too early to start negotiating a new lease
		10-year lease with one 10-year renewal with right to cancel in whole or part at the end of seventh year with 120 days notice.	Not applicable

* Space allocation figures computed by GSA formula for lease negotiation and billing purposes. Agency figures vary since they indicate actual space used.

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